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FOLLOW-UP TO THE RECOMMENDATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION, 1984

Monitoring of multilateral population assistance

Report of the Secretary-General

SUMMARY

The present report has been prepared in response to recommendation 88 of the International Conference on Population held at Mexico City in 1984, as well as to Economic and Social Council resolutions 1986/7 and 1987/72. It updates the first such report (E/1989/12), which was submitted to the Economic and Social Council at its second regular session of 1989 through the Population Commission, as well as the second report (E/CN.9/1991/8), which was submitted to the Population Commission at its twenty-sixth session. The present report, which covers the period 1991-1992 and part of 1993, describes trends in multilateral population assistance (paras. 8-38) and deals with its substantive (paras. 39-118) and operational aspects (paras. 119-143) within the United Nations system.

* E/CN.9/1994/1.

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INTRODUCTION

1. The present report has been prepared in response to recommendation 88 of the International Conference on Population, 1984 1/ in which the Secretary-General was requested to undertake the monitoring of multilateral population programmes of the United Nations system aimed at the further implementation of the World Population Plan of Action; 2/ as well as to Economic and Social Council resolutions 1985/4, 1986/7 and 1987/72; and to General Assembly resolution 39/228. The Secretary-General, in his report on the follow-up to General Assembly resolution 39/228, recommended that the United Nations Population Fund (UNFPA) continue to monitor the multilateral population programmes and projects it funded (A/41/179-E/1986/18, para. 73 (d)).

2. The Economic and Social Council, in its resolution 1985/4, requested the Secretary-General to submit to the Council, through the Population Commission and, as appropriate, the Governing Council of the United Nations Development Programme (UNDP), reports on the substantive and technical aspects of the monitoring of population trends and policies and of multilateral population assistance. That request was reaffirmed in Economic and Social Council resolutions 1986/7 and 1987/72. The Secretary-General's proposal for a regular report on the monitoring of multilateral population assistance was outlined in his report to the Economic and Social Council at its second regular session of 1987 (E/1987/5) and is the basis for the preparation of the present report.

3. The present report covers substantive and operational aspects of multilateral population assistance within the United Nations system and draws on as complete an information base as possible. The cooperation of all the multilateral agencies that shared and contributed ideas and information is very much appreciated.

4. Multilateral population assistance is an overall international effort for channelling technical and financial resources obtained from a variety of sources to assist developing countries in population matters; the present report covers the resources obtained from the United Nations system only. Population activities by the World Bank involve loans (most of them "soft loans") rather than grants. They are included in parts of the report but are excluded from the general analysis because of their distinct nature.

5. The first report on multilateral assistance (E/1989/12) covered the period since the convening of the World Population Conference at Bucharest, that is, 1974 to 1988. It dealt with the substantive and operational aspects of population assistance as well as the institutional capacity of the various agencies concerned with population in the United Nations system. The second report (E/CN.9/1991/8), building upon the first report, highlighted developments that occurred during the period 1989-1990. The present and third report covers the period 1991-1992 and part of 1993, where information was available.

6. As in the first two reports, data for the present report were gathered through a special questionnaire sent to all concerned agencies of the United Nations system.

I. TRENDS IN MULTILATERAL POPULATION ASSISTANCE 3/

A. Background

7. Multilateral population assistance is provided by those United Nations agencies and organizations that carry out population-related programmes. For many of those organizations, funds committed to population activities come primarily from UNFPA and to a lesser extent from their own regular budgets and other funding sources. UNFPA is the most important source of multilateral population assistance: it is the major source of population funding for other multilateral organizations within the United Nations system and it supports a large quantity of assistance directly through national execution. The World Bank - and increasingly the regional development banks - are another major multilateral source of population assistance through the loans and credits that they disburse.

8. It is instructive at the outset to place the multilateral population assistance provided by the United Nations system in the context of global population assistance, of which it is an important component. In 1990, the total international assistance for population programmes amounted to US$ 972 million, including World Bank loans and credits. 4/ Of that total, $669 million came from donor countries, including $217 million channelled through UNFPA, while the rest of the United Nations system provided $86 million and private sources $48 million. World Bank loans in 1990 amounted to $169 million.

9. In 1991, international population assistance in the form of grants and loans increased to $1,306 million, a 34 per cent increase over 1990. International population assistance from donor countries amounted to $774 million, of which $229 million was channelled through UNFPA. The rest of the United Nations system contributed $102 million and private donors $76 million. World Bank loans increased to $354 million 5/ in 1991, accounting for more than half of the total increase in assistance.

10. Estimates of global population assistance commitments for 1992 have not been finalized to date. Not all donor countries have submitted completed questionnaires to UNFPA. Moreover, in the case of three other donors who have submitted completed questionnaires, further clarification is being sought as to what proportion of their commitments is destined for population assistance. Similarly, reports from agencies in the United Nations system other than UNFPA and from private sources have not been fully reconciled. With those caveats in mind, a preliminary estimated total commitment of international funds for population assistance by donor countries for 1992 is $762 million, including $245 million for UNFPA. It should be emphasized that, for the reasons given above, that preliminary figure may still undergo significant modification before it is reported to the UNDP Governing Council in mid-1994. In 1992, World Bank commitments for loans and credits declined to an estimated $106 million.

11. Within the United Nations system (excluding the World Bank), UNFPA has provided the largest proportion of funds to international population assistance: in both 1989 and 1992, UNFPA contributed 81 per cent of all funds routed through the United Nations system (see table 1).

12. The above-mentioned trends should be seen in the context of the demand for family planning and expanded reproductive health services that will arise in the developing world in the near future. Following the encouraging upward trend in contraceptive use over the past two decades, it is projected that by 1995 there will be over 470 million contraceptive users in the developing countries. By the year 2000, that number will approach 600 million. Latest estimates of the resources that will be required to meet worldwide demand in the year 2000 amount to $13 billion in 1993 United States dollars, 6/ consisting of $10.3 billion for basic family planning and supporting services; $0.6 billion for intensified data and policy analysis needs; $1.2 billion for expanded primary health-care-based reproductive health services; and $1.3 billion for the prevention of human immunodeficiency virus (HIV)/sexually transmitted diseases through information/education and the supply of condoms.

B. Expenditure by geographical region 7/

13. Globally, assistance to population programmes and projects for developing countries is channelled to countries under one of three main modalities: by bilateral agencies; by multilateral agencies; or by non-governmental organizations. Of the total expenditures for population-related assistance in 1991, about 39 per cent was transferred directly through bilateral channels; 34 per cent through multilateral agencies; and 27 per cent through non-governmental organizations. Although trends in those shares are not entirely clear, there seems to have been a shift towards greater direct bilateral assistance at the expense of the multilateral channel, given that in 1982 the corresponding percentages were 28, bilateral; 42, multilateral; and 30, non-governmental organizations.

14. The distribution of international assistance by channel differed from region to region. In Africa, project execution using direct bilateral assistance accounted for 44 per cent of the funds; followed by multilateral means, 37 per cent; and non-governmental organizations, 18 per cent (see tables 2 and 3). In Asia and the Pacific, direct bilateral assistance made up 53 per cent of funding in 1991; followed by 32 per cent through the United Nations system; and 14 per cent through non-governmental organizations. The other region where the bilateral channel was dominant was western Asia (55 per cent).

15. Between 1989 and 1991, some regional trends in channels of population assistance are notable. In sub-Saharan Africa, the non-governmental organization channel became relatively less important, declining from 33 to 18 per cent of the total, while the shares of total international assistance through direct bilateral and multilateral conduits both grew larger. A similar, though much less pronounced, trend is evident in Asia and the Pacific. In Latin America and the Caribbean, the proportion of population assistance channelled through non-governmental organizations contracted. In western Asia, on the other hand, no trends are evident over that period.

16. Considering expenditures for population programmes from multilateral sources alone, Africa and Asia and the Pacific have received the largest share of population assistance, mainly because both bilateral and multilateral

agencies have given priority to those regions. In 1991, each received 37 per cent of total multilateral funds, while Latin America and the Caribbean received 15 per cent, western Asia 10 per cent and Europe about 1 per cent. The same pattern of regional allocations is revealed by the distribution of UNFPA funds. In 1991, 33 per cent of UNFPA funds went to Asia and the Pacific, 32 per cent to Africa, 10 per cent to Latin America and the Caribbean, 7 per cent to western Asia and 2 per cent to Europe. Interregional programmes in UNFPA received 16 per cent of its funds.

17. Asia and the Pacific has received a declining share of population resources. In 1986, the region received 52 per cent of funds; in 1991, it received only 37 per cent. In contrast, assistance to Africa has increased, from 26 per cent in 1986 to 37 per cent in 1991. Assistance to Latin America and the Caribbean also increased, from 10.2 per cent in 1986 to 15 per cent in 1991. Western Asia has consistently received about 10 per cent of total multilateral funding.

18. Regarding UNFPA funding, the share of Asia and the Pacific has also declined, from 41 per cent in 1986 to 33 per cent in 1991. Africa has increasingly received more funds, from 22 per cent in 1986 to 32 per cent in 1991. Latin America and the Caribbean has received from 12 to 13 per cent of UNFPA funds and western Asia about 9 to 10 per cent over the period under consideration. 8/

C. Expenditure by work-plan category

19. UNFPA funding is organized according to the work-plan categories agreed upon by ACC (see table 4). The bulk of funds that went to maternal and child health and family planning (MCH/FP) programmes accounted for 44 per cent in 1991 and 52 per cent in 1992 of total available funding. Information, education and communication (IEC) programmes received 17 per cent of funds in 1991 and 15 per cent in 1992. Population dynamics received 12 per cent in 1991 and 9 per cent in 1992. In 1991 and 1992, about 9 per cent of funds went to the formulation and evaluation of population policies and the integration of population into development planning, from 4 to 6 per cent went to special sector programmes and about 3 to 4 per cent went to multisectoral activities.

20. The increase in resources allocated to MCH/FP programmes between 1991 and 1992 may be attributed to both the decrease in expenditures for data collection and analysis following the peak in the 1990 round of censuses and to the increasing demand for MCH/FP services.

D. Expenditure by work-plan category and region

21. An examination of regional trends within substantive sectors (see table 5) reveals that in MCH/FP, there has been an increase in the share of regional funding for activities in Asia and the Pacific and western Asia. In the former region, expenditures rose from 60 per cent of the total in 1989 to 74 per cent in 1992; in the latter, they rose from 35 per cent in 1989 to 53 per cent in 1992. However, a sizeable amount of fluctuation occurs from year to year. In

Africa, funding for MCH/FP has remained relatively steady over the past five years at about 35 per cent of total regional funding. In Latin America and the Caribbean, expenditure share for MCH/FP has declined from 59 per cent in 1989 to 49 per cent in 1992.

22. There have been year-to-year fluctuations in the proportions of funding for the IEC sector in all regions during the period 1988-1992. The proportion of expenditures for IEC in Africa varied between 21 and 24 per cent. In Latin America and the Caribbean, the proportion fluctuated in the vicinity of 10 per cent, while in Asia and the Pacific the average share was about 7 per cent. Western Asia experienced a wider fluctuation during the period - 10 to 19 per cent - but no clear trend is evident.

23. As to basic data collection, there has been a decline in the proportion of funds in Africa going to that category since 1989. At that time, about 19 per cent of population funds in Africa went to censuses, surveys and vital statistics and civil registration systems. In 1992, the proportion of funding for those areas declined to 11 per cent. The proportion of expenditures for basic data collection in Asia and the Pacific has also fallen. In 1989, about 14 per cent of funds for Asia and the Pacific went to basic data collection; in 1992, that figure was only 4 per cent. That decline reflects the fact that activity related to the 1990 round of censuses has now passed its peak. In Latin America and the Caribbean, the proportion of funds expended for data collection and analysis has been quite stable at about 11 per cent. In western Asia, the proportion for basic data collection has been steady, fluctuating in the 8-11 per cent range.

24. The proportion of support for activities in population dynamics has declined slightly in Africa and Asia and the Pacific and increased slightly in Latin America and the Caribbean. No clear trend is evident in western Asia and Europe.

25. Expenditures for the sector on the formulation and evaluation of policies and programmes continue to be important in Africa, where the proportion of funds going to that sector increased from 9 per cent in 1989 to 13 per cent in 1992. In many African countries, Governments have set up special population units in planning and other ministries. UNFPA has assisted those units as well as projects specifically aimed at the formulation of population policies. In western Asia, Asia and the Pacific, and Latin America and the Caribbean, only between 1 and 7 per cent of available funds are devoted to the formulation and evaluation of polices and programmes, a reflection of the relative maturity of governmental institutions and population policies and programmes in those regions.

26. In all regions, there has been a considerable fluctuation in the proportion of funds devoted to special sector programmes. A large portion of the funds supports projects in the area of women, population and development. In Africa, funds for the sector increased from an insignificant 0.7 per cent in 1986 to 5 per cent in 1992. Formerly, projects in the area of women, population and development mainly supported to awareness creation and advocacy. More recently, however, the focus of those projects has shifted to supporting activities that seek to increase the income of women and their families, improve their

leadership and organizational capabilities, and enhance their participation in development programmes.

E. Expenditure by executing agency

27. Population projects funded by multilateral sources are executed by Governments, United Nations organizations or non-governmental organizations (see table 1). In 1989, approximately 20 per cent of UNFPA-funded projects were executed by UNFPA itself, 54 per cent by other United Nations organizations, 14 per cent by Governments and 12 per cent by non-governmental organizations.

28. By 1992, of the funds supplied through UNFPA multilateral assistance, 25 per cent was executed by UNFPA and 44 per cent by other United Nations organizations. The increase in UNFPA execution is mainly attributable to the increased responsibility given to UNFPA for contraceptive procurement (see paras. 129-138 below). In 1992, government execution accounted for 18 per cent and the non-governmental organization share remained at 13 per cent. Whereas in 1989 US$ 36 million of multilateral assistance - 13 per cent of the total - was administered by the Department of Technical Cooperation for Development of the United Nations Secretariat, in 1992 its successor department, the Department for Economic and Social Information and Policy Analysis, administered only US$ 27 million - 9 per cent of the total. Changes in the way that technical assistance in population is provided, principally the introduction of the Technical Support System (TSS) and greater national execution of projects, account for most of that decline.

29. The increase in project funds executed by UNFPA and those directly executed by Governments reflects new arrangements for the national execution of projects pursuant to the policy of the UNDP Governing Council, which makes national project execution the preferred modality in conformity with General Assembly resolution 47/199.

30. The execution of population projects by United Nations organizations has generally declined since 1989, in terms of both absolute amounts and their share in total project execution. The exception to that trend is the United Nations Children's Fund (UNICEF), in response to explicit efforts by UNFPA and UNICEF towards greater collaboration and in line with decisions of the governing bodies of both organizations.

F. Multi-bilateral financing

31. In addition to the resources regularly contributed by donors, UNFPA receives funding for earmarked projects that are managed by the Fund as multi-bilateral resources. Although only 4.4 per cent of total UNFPA expenditures in 1992 came from multi-bilateral funding ($10.4 million), the modality continues to increase as an important channel for mobilizing resources for population assistance.

32. Multi-bilateral financing totalled only $3.5 million in 1987. Major multi-bilateral donors to UNFPA included Australia, Austria, Belgium, Canada,

Finland, France, Italy, Luxembourg, the Netherlands, Norway, Sweden, Switzerland and the United Kingdom of Great Britain and Northern Ireland.

33. When multi-bilateral funding is analysed by work-plan categories, it is clear that family-planning programmes have received the bulk of multi-bilateral resources - about 51 per cent in 1992. IEC projects received about 32 per cent. The other important area supported by multi-bilateral funds in 1992 was basic data collection - its share of the total was 27 per cent.

34. In 1989, the bulk of multi-bilateral financing went to Asia and the Pacific (16 per cent) and Latin America and the Caribbean (12 per cent). Interregional activities have received an increasing share of multi-bilateral funding; in 1992, they received about 34 per cent, compared to only 13 per cent in 1989.

G. Loans and credits from the World Bank and regional development banks

35. The World Bank differs from other organizations of the United Nations system in that it provides funds for population activities mainly in the form of loans rather than in the form of grants. World Bank financial figures are also expressed in terms of multi-year funding commitments rather than in terms of annual expenditures and are therefore difficult to compare with the financial statements of other donor agencies. Nevertheless, the amount of World Bank loans in the field of population, health and nutrition has clearly increased: they totalled $54 million in 1987 and $550 million in 1989. The amounts devoted to population alone rose from $82 million in 1988 to $169 million in 1990. 9/

36. In recent years, the World Bank has greatly increased assistance to Africa. In 1990, for example, 40 per cent of World Bank loans in population went to Africa, as against 33 per cent for Asia and the Pacific, 22 per cent for Latin America and the Caribbean, and 4 per cent for western Asia. 10/

37. Regional development banks are also giving increased priority to loans for population activities. Most notable of those is the Asian Development Bank (ADB) which has prioritized population assistance in its Medium-Term Strategic Planning Framework (1993-1996). Cumulative ADB support in integrated health and population projects totalled $669 million as of mid-1993. Of that amount, $50 million went to the population component. The African Development Bank has also placed population squarely in the centre of its priority concerns for development assistance. It has recently completed guidelines for lending for population activities.

II. SUBSTANTIVE ISSUES

38. In monitoring multilateral population assistance, the UNDP Governing Council requested the Secretary-General to review substantive and technical issues of special priority to population concerns. Pursuant to that request and in accordance with the Standard Classification of Population Activities approved by ACC, the present report focuses on: (a) basic data collection and analysis; (b) population dynamics; (c) the formulation and evaluation of population

policy; (d) family planning as integrated in maternal and child health and primary health-care approaches; (e) population information, education and communication; and (f) special programmes.

39. The UNDP Governing Council has also recommended that population assistance should support activities integrating gender considerations into population and development. In the present report, therefore, gender concerns are reflected in all substantive areas of population assistance. In addition, women, population and development is the subject of a separate subsection in Section II f below.

A. Basic data collection and analysis

40. Population planning and programme implementation require accurate data on, inter alia, the numbers and characteristics of a country's inhabitants; migration patterns; the distribution of its population in space; the incidence of births and deaths; the rate of population increase; fertility and mortality; and the formation and dissolution of families and households. The principal sources of such data are censuses, surveys and vital statistics systems based on the civil registration of births, deaths, marriages and divorces.

41. During the 1990 census decade, which covers the period 1985-1994, 193 countries or areas have taken or were planning to take a population and housing census and a few others have taken a census of population or a census of housing separately. By the end of 1994, about 96 per cent of the world population will have been enumerated during that period. By comparison, the 1950 round of censuses covered about 80 per cent of the world population and the 1970 round covered only 71 per cent, mainly because China and Nigeria did not take a census in the 1970 round.

42. Of the 56 countries in Africa, a census has been taken in 45 countries or areas; in 35 countries (37 censuses) the census was taken during the period 1985-1992 and in 10 other countries censuses were planned for 1993 or 1994. Nigeria, which has about one fifth of the African population, took a census in 1991; its last acceptable census had been taken in 1963. Namibia, which attained its independence in 1990, also successfully conducted its first nation-wide census in April 1993. Nine African countries are planning to conduct a census during the next two to three years.

43. During the past two census decades, there has been a marked increase in the number of censuses taken in Africa, due to the promotion of the 1980 and 1990 African Population and Housing Census Programmes, as well as to the technical and financial support provided by the United Nations system. With a few exceptions, all countries in Africa received financial assistance from UNFPA for their censuses.

44. Efforts continued to develop cost-effective sampling techniques and analytical procedures to address problems with an adequate statistical base and to improve civil registration and vital statistics systems. Those efforts drew upon the expertise of such leading entities in the field as the United Nations and its regional commissions; the International Statistical Institute; and the

International Institute for Vital Registration and Statistics. Enhanced coordination and collaboration with partner United Nations agencies, as well as with such non-governmental organizations as the Population Council and Family Health International marked activities in data collection during the reporting period.

45. The collaborative inter-census training programme for sub-Saharan African nationals in the use of sampling techniques, census cartography and computer data processing completed its programme of activities in 1991. The Canadian International Development Agency (CIDA) provided assistance for the programme through a trust fund arrangement with UNFPA, while the United Nations Secretariat, the Economic Commission for Africa (ECA), Statistics Canada of Ottawa and the Demography Department of the University of Montreal provided technical support. Another collaborative endeavour in the area of population, data collection and analysis, the Pan-Arab Project for Child Development (PAPCHILD) survey programme which covers the Gulf States and six other countries in the Arab region - jointly launched by UNFPA and the Arab Gulf Fund (AGFUND) - continued to produce notable survey findings for selected Gulf countries. Together with another similar initiative in the same region, the Gulf Health Survey, the information gathered was used to develop and improve MCH/FP policies and programmes throughout the region.

46. Efforts to design gender-sensitive census and survey questionnaires in order to ensure that adequate, disaggregated information on women could be collected, processed, analysed and disseminated were encouraged and supported. In addition, UNFPA activities at the country level aimed at further consolidating the integration of statistics from various sources and improving linkages between censuses and inter-censal household surveys and civil registration systems.

47. In 1991, UNFPA allocated $14.5 million in support of population censuses (approximately half of which went to projects in Africa); $2.3 million in support of population sample surveys through country projects (roughly three quarters of which went in equal portions to Africa and to the Arab States and Europe); and $2 million in support of projects to establish or strengthen civil registration and vital statistics systems. Assistance covered such areas as technical advisory services, equipment and training.

48. Multilateral assistance has helped to both produce population data and improve national capacities for collecting, analysing and disseminating processed population information on a timely basis.

49. Multilateral assistance has also helped many countries in Asia and the Pacific become self-reliant or technically competent in data collection and analysis. Technical assistance was provided for census activities in a group of Pacific countries. In a number of other countries, support was given for the analysis of census data and the dissemination of the results; training in research skills for national staff; and the upgrading of equipment.

50. UNFPA helped develop a project to test new technologies for speeding up census data processing and analysis. It provided assistance for numerous censuses and census-related activities in Latin America and the Caribbean and

supported the analysis, evaluation and dissemination of the results. UNFPA also supported training in data processing for nearly 600 national personnel in the Caribbean.

51. Aside from the efforts mentioned above, the strengthening of the National Household Survey Capability Programme (NHSCP) has been an important United Nations intervention. In 1988, 30 countries had joined NHSCP: 14 in Africa, 5 in western Asia, 6 in Asia and the Pacific and 5 in Latin America. In 1989, the number of countries participating in the programme increased to 40. In 1991, 10 more countries joined the programme, followed in 1992 by another 5. Activity levels in that broad programme can be gauged by noting that in 1991 alone, 86 technical assistance missions were carried out in support of the different survey phases.

52. The World Fertility Survey (WFS) carried out in the 1970s and early 1980s has been augmented by the Demographic and Health Surveys (DHS) programme which has now completed two phases of surveys (DHS-I and DHS-II). As of April 1993, 56 surveys have been completed, 18 of which were undertaken in 1991 and 1992. The new information available as a result of the DHS programme is particularly noteworthy in the case of sub-Saharan Africa, since it will be crucial for formulating well-founded population policies and programmes.

B. Population dynamics

53. Recent research in population dynamics has been increasingly influenced by two trends. One trend notes that as fertility reduction has proceeded in the 1980s, certain regions and groups have apparently been left out of the secular trend. That line of research is therefore concentrating on the sociocultural determinants of fertility behaviour. An umbrella project on that topic is being carried out at UNESCO with funding from UNFPA. The African Social Research Programme, now in the final stages of formulation, will have as its primary focus the sociocultural determinants of demographic behaviour. The programme will emphasize using data collection and analysis to inform policy makers how population and development interact and to determine appropriate policy interventions.

54. The second trend stresses adopting an interdisciplinary approach and analysing ways of integrating population issues into socio-economic development planning. The six expert group meetings, among the first preparatory activities organized for the International Conference on Population and Development, are noteworthy in that regard. The scientific papers resulting from those meetings covered the following major themes in population dynamics: population and environment; population policies and programmes; population and women; family planning and health; population growth and demographic structure; and population distribution and migration.

55. Research linking population and the environment is growing in importance. In aggregate terms, the linkages between population, resources and the environment are clear: increasing population will have many important impacts on resources and the environment. Population growth will increase the demand for food, energy, water, health care, sanitation and housing. In specific

cases, however, the links between population, resources and the environment are often unclear.

56. A critical challenge for Government policy makers is how to devise both policies that mitigate the effects of population growth on environment and resources and policies that encourage a reduction in the rates of population growth itself. Poverty reduction, elevating the status of women and effective family-planning programmes are important components of any strategy. Beyond that, each country faces so many differences that general policy proposals are not appropriate.

57. A particularly significant area in which research into the effect of population growth on the environment is needed is that of frontier expansion, a process that continues in many parts of the developing world. Compared to earlier centuries, the pace of expansion is now much faster and the numbers of people involved are much greater.

58. Another important trend that has recently come under closer scrutiny is the rapid increase of populations in coastal areas, where the relatively fragile environment is easily damaged by development. Many other issues, such as the impact of population growth on the urban environment, the links between population and health, and the impact of population on the status of women (to name just a few), need to be researched more fully before policy prescriptions about the complex relationship between population, resources and the environment can be confidently made.

59. The link between population and international migration is another area of growing concern and research. Multilateral assistance has provided support to four multi-year studies on migration. One study, executed by the International Organization for Migration (IOM) in Geneva, is analysing emigration flows from developing to developed countries as well as between developing countries. A network of research institutions in the developing regions will form the base of that research effort. Another, executed by the United Nations Economic Commission for Europe (ECE), is collecting data and developing a database on migration in Europe. A third study, executed by the United Nations, is compiling a compendium of national policies regarding international migration. A fourth, executed by the Centre for Applied Research in Population and Development, is analysing migration in the Sahel region for use in policy formation.

60. In 1991 and 1992, UNFPA continued to support activities related to institution-building, training and research. Most of those activities were aimed at institutionalizing the capacity of countries to analyse demographic data and population-development interactions and to apply the results of such analysis to development planning.

61. The training of personnel in demographic analysis and in integrating population factors into development planning was an important target of multilateral assistance during the reporting period. Activities in that area included the organization of seminars, workshops and courses at training centres, as well as the granting of fellowships. The Global Programme of Training in Population and Development provided specialized training to some

75 middle-level professionals from 48 developing countries in 1992 alone. The Institut de Formation et de Recherche Demographiques (IFORD) in Cameroon and the Regional Institute for Population Studies in Ghana were assisted in restructuring their programmes to include training in population and development in order to help policy makers, planners and researchers respond to emerging needs brought about by political and administrative decentralization and structural adjustment programmes.

62. A consensus is currently growing that new responses are needed to address the changing context of development planning. The socio-political changes of the past decade have overtaken the world so fast that it has been hard to make the necessary changes to discard obsolete habits. Many of the ways in which population was linked to planning in the past presupposed an approach to planning which has lost its momentum and has been superseded by some very different thinking about how to best achieve development.

63. The operational and institutional means of integrating population into development has also come under scrutiny. Several innovative ways to better operationalize the integration of population into development strategies for the 1990s and beyond have been suggested in the policy dialogue leading up to the International Conference on Population and Development to be held in 1994 in Cairo.

64. Efforts to put in place policies and programmes that are more participatory involve cooperating with local communities and ensuring that the empowerment of women is being emphasized. Decentralized planning and a shift towards policy-making at subnational and local levels are also being increasingly featured in multilateral assistance for institutionalizing the integration of population with development planning.

65. In that context, UNFPA provided assistance to develop computer software packages in support of population activities, such as POPMAP, which facilitates the display in map and database form of social, economic and demographic indicators and shows the location of service facilities and other institutions; it is a potentially very useful tool for linking population and related information to regional and local-level programming. Support has also been given to the development of an advisory service for Geographical Information Systems (GIS), another potentially useful tool for linking population and development.

C. Formulation and evaluation of population policy

66. In the formulation of socio-economic development plans, many developing countries used to consider only population size and growth rates, neglecting such aspects as population distribution and migration, changes in the population structure and the gender breakdown of population. In some countries, deciding whether and how to limit population growth was seen as the only concern of population policy. As noted at the International Forum on Population in the Twenty-First Century, countries need to expand their population policies to encompass the full range of population concerns, including urban and

metropolitan growth, the linkage between population and environment, general family well-being, and the condition and status of women.

67. In 1991-1992, UNFPA continued to fund operations to support population policy and development planning in most developing countries. The bulk of those operations were carried out in Africa, the next greatest number being carried out in Latin America and the Caribbean, and Asia and the Pacific; most of them concentrated on institution-building efforts.

68. Other organizations of the United Nations system also continue to support analysis of population policy formulation and execution. Regular monitoring of national population policies has been a continuing activity of the Population Division of the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat. In 1992, the seventh United Nations Population Inquiry among Governments was conducted to gather information on how countries integrate their population policies and strategies into their wider development policies. The replies are currently being analysed and the results will be published in 1994. An ACC subcommittee continues to coordinate the estimates and projections of total population, agricultural population, labour force and school-age population.

69. Recently the need to confront population issues has been widely accepted, which has led to generalized activity in the formulation of programme policies. The preparations for the International Conference on Population and Development have only given further impetus to that encouraging trend. By the end of 1992, 32 countries in sub-Saharan Africa had formal population policies or were in the process of formulating them. In August 1992, an important conference of the Non-Aligned Movement unanimously adopted common elements for a strategy to combat population problems, including high-level mechanisms for South-South assistance in such areas as contraceptive technology transfer.

70. To gain a better understanding of the extent to which population is a factor in economic development, UNFPA organized a meeting of economists in September 1992. A statement issued by the meeting called on economists to go beyond a narrow focus on population and per capita income and examine the interrelationships between population variables and economic development, particularly such specific problems as the long-term implications for renewable resources and social investments of rapid population growth.

71. The search for new meaning to the phrase "integration of population into development" was the focus of a round-table meeting convened jointly by UNFPA and the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) in November 1993. Operational and institutional means of integrating population into development, as well as theoretical issues, came under scrutiny at the meeting. Several new ways to better operationalize the integration of population into development strategies for the 1990s and beyond were suggested by participants. They urged that Governments recognize the continuing need for strategic thinking about population and development, a need which they felt would grow in the immediate future due to the changing context of development policy in the 1990s, including the increasing emphasis on private, market-based initiatives for productive growth.

72. In 1991 and 1992, UNFPA-funded policy analysis and special forums at the interregional level, carried out by the United Nations, FAO, the International Labour Organization (ILO), the Population Council and IOM, focused on the interrelationship between socio-economic development and population variables; population ageing; population and rural development; the demographic consequences of development projects; and the integration of population factors into development planning. UNFPA made special arrangements to participate in the World Bank's social dimensions of adjustment programmes in order to emphasize the importance of integrating the population dimension into those programmes at the country level.

D. Maternal and child health/family planning and reproductive health services

73. Maternal and child health programmes have been further expanding their abilities to identify the needs of the population they serve; to implement integrated family-planning services in the context of primary health care; and to improve the quality of services and monitor success and shortcomings. Service strategies and activities have been developed by Governments and non-governmental organizations in the developing countries, under increasing constraints, assisted by financial, technical and material support from multilateral and bilateral agencies and organizations, within the framework of the World Population Plan of Action. Likewise, the International Forum on Population in the Twenty-first Century held in 1989, which adopted the Amsterdam Declaration on a Better Life for Future Generations, also recommended that family-planning services should be provided to improve the health of the family and to ensure a better life for future generations. Several recent forums in both developing and developed regions, held as preparatory activities for the International Conference on Population and Development, have also referred to family planning as a right of individuals and couples.

74. UNFPA, the largest source of multilateral assistance in the field, has continued increasing its support to MCH/FP activities in the developing world. During the past decade, countries have made dramatic progress in expanding the availability of family-planning services, increasing the use of contraception and decreasing the rates of reproductive mortality and morbidity by spacing births, avoiding high-risk pregnancies and creating the conditions for more responsible and healthy family formation.

75. The Amsterdam Declaration, inter alia, set the following goals to be achieved during the final decade of the twentieth century:

(a) To increase contraceptive prevalence in the developing countries to 56 per cent; 11/

(b) To reduce infant mortality rates to at least below 50 per 1,000 live births in all countries and also among major subgroups within countries;

(c) To reduce maternal mortality by at least 50 per cent, especially in areas where the current figure exceeds 100 per 100,000 births.

76. According to recent estimates of contraceptive use, undertaken by both the United Nations Secretariat and UNFPA, in collaboration with the Population Council, approximately 56 per cent of women of reproductive age in the developing countries will be using contraception by the end of 1994. That figure is 3 percentage points higher than previous estimates made by the United Nations. The revision of the contraceptive prevalence estimate is the result of newer evidence regarding both contraceptive use and fertility that allows a refined estimation of the relationship between contraceptive use and fertility level. The refined methodology suggests that a higher level of prevalence than previously thought is required to attain a given fertility level; however, it must be emphasized that it does not imply that fertility levels are in any way different from the latest published estimates of the United Nations. 12/

77. The levels of infant mortality in the developing world are still high but are decreasing substantially to an average rate of about 75 deaths per 1,000 live births in 1993. National figures also show important reductions in maternal mortality.

78. The last UNFPA review and assessment of the world-wide experience on family-planning programmes identified the strategic components of success as: effective political commitment; demand generation; the accessibility of services; acceptability; community participation; the development of adequate personnel and financial resources; and administrative support (logistics, supervision, management information systems, programmatic research and staff training). Those components are still seen as essential determinants of success in providing family-planning services. In addition, other determinants of success have emerged in recent years within the context of family-planning services, such as the quality of care; reproductive rights; the concept of reproductive health; and the prevention of sexually transmitted diseases, including HIV.

79. The issue of human rights has been given priority in discussions concerning the international and national population agendas. Consequently, reproductive rights and reproductive freedom, in particular the right of individuals to decide freely and responsibly their reproductive choices, have also been thoroughly discussed. Fundamental elements guiding multilateral assistance in the sector in the recent past are the issues of providing wider access to quality family-planning services; providing more comprehensive reproductive health services, including family planning; and the further empowerment of women.

80. The social and behavioural challenges in reproductive health in the developing world range from preventing unsafe abortions to better understanding people's fertility behaviour and family planning choices. In addition, in a world threatened by acquired immune deficiency syndrome (AIDS) and sexually transmitted diseases, the ways in which sexual behaviour and contraceptive use are being modified to reduce these risks requires further careful study. The need to draw up effective policies to help people to protect and improve their reproductive health has never been so urgent. Consequently, the need of a broader framework for family-planning activities has emerged.

81. A shift to a more comprehensive reproductive health approach in the context of primary health care is under way. Reproductive health services are aimed at ensuring that people have the ability to reproduce, to regulate their fertility and to have healthy and responsible sexual relationships. That approach implies that women should be able to go safely through pregnancy and childbirth, that fertility regulation should be achievable without hazards and that people should be safe while engaging in sexual activity. Reproductive health, probably more than any other field, has an impact that extends beyond the individual and family, involving crucial areas of global concern, such as health, population, the status of women and the environment.

82. The quality of family-planning services, besides being an end in itself, by increasing the informed choices available to women and by protecting them from unnecessary risk has been increasingly recognized as one of the most important determinants of contraceptive acceptance and continuation of use. In recent years, several population agencies, including UNFPA, have been working in that field. A thematic evaluation of the quality of family-planning services was undertaken with UNFPA support during 1992-1993 in eight selected countries: Botswana, Ecuador, Indonesia, Mexico, the Niger, Pakistan, Turkey and Viet Nam.

83. The evaluation demonstrated that, in general, family-planning services are reasonably accessible and that most providers have some basic training and medical equipment. Basic management systems have been implemented with relative success and a variety of contraceptive methods are available. However, the ability of clients and women to choose and efficiently use those methods are still sometimes restricted by provider bias or by a lack of technical competence due to insufficient training and supervision mechanisms. Lessons learned from that kind of evaluation are being used to improve the quality of services in other countries.

84. Targets - measurable goals to be achieved in a given period of time - are essential in the process of formulating, executing and evaluating family-planning programmes. As part of policy development, many Governments set population and family-planning goals. While such goals are legitimately the subject of national programmes and policies to achieve sustainable development, experience has shown that national goals should not be converted into targets or quotas for family-planning service providers. Rigid service provider targets have been found to be counter-productive to the effective implementation of high quality and client-oriented family-planning services, which should concentrate on meeting the needs of the populations they serve.

85. UNFPA has incorporated that concept in its policy guidelines and strongly supports the use of the need-demand approach in the formulation of programmes.

86. Traditional programmes have been less successful in reaching poor women, minorities, unmarried women, adolescents and men to provide family-planning information and services. Hard-to-reach populations for family planning are often the same groups at risk of infection from HIV and other sexually transmitted diseases. Extra efforts are needed in designing and implementing new models of service delivery to meet the family planning and reproductive health needs of that substantial population. Such efforts should include a concern with sexually active persons; the provision of services for young

adults; a focus on healthy and responsible reproductive behaviour; the utilization of IEC for behavioural change; and the distribution of barrier methods to prevent sexually transmitted diseases and unwanted conceptions. Commonalities in training and modes of service delivery suggest that MCH/FP programmes and sexually transmitted diseases/HIV services should seek to work together in a range of activities from coordinated planning to integrated services.

87. MCH/FP services can be one of the main sources of preventive actions against sexually transmitted disease and HIV/AIDS. The inclusion of that new preventive component would also represent an important opportunity to improve the level of quality of MCH/FP and to facilitate the process of changing the scope of services from a limited focus on MCH/FP to a broader focus on reproductive health in general.

88. Condom use, the principal means of controlling the spread of AIDS, is being strongly promoted by family-planning services. Any future improvement in IEC and counselling would benefit both family planning and sexually transmitted diseases services. As a minimum, providers of family-planning services should have training in sexually transmitted diseases and HIV/AIDS, access to appropriate referral systems for further treatment of sexually transmitted diseases, IEC materials on HIV and other sexually transmitted diseases and adequate supplies of condoms.

89. Demand for family-planning services will increase dramatically during the period 1994-2005. There will be about 446 million contraceptive users in developing countries in 1994. If the United Nations medium-variant population projection for 2005 is achieved, the rate of contraceptive use should increase to 63 per cent. That one half point annual increase would entail the provision of contraception to 603 million users, 157 million more than in 1994, a 35 per cent increase. The very ambitious goal of attaining replacement-level fertility would require 267 million additional users, a 60 per cent increase.

90. The cost of providing family-planning services are escalating due to increases in the percentage of couples choosing contraception, as well as concurrent increases in the absolute number of women entering the reproductive age. At present, approximately 75 per cent of funding is provided by Governments, 15 per cent by donors and the remainder by the users themselves or through non-governmental organizations. Additional financial resources will be needed.

91. Many studies have demonstrated that the financial benefits of providing family-planning services outweigh the costs: donors should increase their contributions. However, in spite of the recent positive changes in the priorities of the international aid provided by one major donor, there are some indications that growth in donor funding for population activities has slowed recently. The proportion of overseas development assistance going to population now stands at only about 1.3 per cent.

92. In addition to raising additional funds for family planning, programmes also need to be more efficient in the use of existing resources. In addition, new strategies for financing family-planning services, such as cost-recovery

mechanisms based on user fees, constitute an important area for further investigation. Operational research in both fields should be strongly supported. UNFPA will hold an international consultation on cost recovery and family planning programme sustainability early in 1994, to further discuss those issues and provide guidance to Governments interested in implementing cost-recovery mechanisms in their family-planning programmes. Several technical documents have been prepared in the field, including six country case-studies (Brazil, Colombia, Egypt, Indonesia, Kenya and Thailand) supported by UNFPA.

93. Increasing participation from the private sector should also be encouraged, through contraceptive social marketing, employment-based programmes, private third-party payer programmes and social security schemes.

94. During 1992-1993, UNFPA, working closely with selected developing countries, other United Nations agencies, bilateral agencies and non-governmental organizations, has been implementing a series of in-depth studies to estimate contraceptive requirements and logistic management needs in the developing world. At present, seven country case-studies have been completed in India, Nepal, Pakistan, the Philippines, Turkey, Viet Nam and Zimbabwe. Additional studies are scheduled for the near future.

95. The above-mentioned studies included an assessment of the level and trends of fertility and fertility goals; an assessment of the levels and trends of contraceptive use; forecasts of contraceptive commodity requirements to the year 2000; and estimates of requirements for condoms for HIV/AIDS prevention. They also provided valuable information on the quality and efficiency of existing logistics systems for contraceptive stock-keeping, inventory, warehousing, quality assurance, procurement and transportation. During the study, an assessment of the options for local contraceptive production, including estimates of costs, was also made.

96. A recent UNFPA study of global contraceptive requirements estimates that the cost of contraceptives commodities in 1994 alone will be approximately US$ 528 million and in 2005 will exceed US$ 750 million. The total amount for the 12-year period 1994-2005 is estimated to exceed US$ 7.5 billion.

E. Population information, education and communication

97. At UNFPA and other United Nations organizations working in population, IEC for population is aimed at achieving measurable changes in the behaviour and attitude of specific audiences, based on studies of their needs and perceptions. The goal of IEC is to contribute to solving a specific population problem or to supporting a population issue within a programme which planners have assumed could be tackled by a change in the attitudes and/or behaviour of designated audiences. That may require the concurrent provision of and access to relevant products and/or services, as well as the involvement of various sectors of a given society. The range of approaches to stimulating such behavioural changes are drawn from a rich pool of information, education and communication methods.

98. In the past two years, public information programmes have been launched in a number of countries to disseminate information on a variety of

population-related topics. Multilateral agencies have supported two types of global efforts: (a) providing information to the general public through various popular publications and mass media-based public relations campaigns; and (b) disseminating technical information to decision makers for policy dialogue and advocacy.

99. On the recommendation of the Population Commission, the Economic and Social Council adopted resolution 1979/33, in which it requested the Secretary-General to facilitate, in collaboration with the regional commissions and the specialized agencies, the establishment of a Population Information Network (POPIN) as a decentralized network for the coordination of regional, national and non-governmental population information activities, and to endeavour to obtain extrabudgetary resources for the functioning of an advisory group and a coordinating unit. In response to that resolution, global POPIN was established in 1979 and regional focal points were set up. Currently, global POPIN has some 100 member institutions that include population information centres, libraries, clearing-houses, documentation centres, universities and research institutes. In 1993, with UNFPA funding, the global POPIN Coordinating Unit was reestablished within the United Nations Secretariat to meet the many opportunities and challenges posed by rapidly advancing communications technology.

100. If IEC activities are to effectively support population programmes, there is a need for a carefully formulated national strategy that specifies its goals, a sectoral situation analysis; the priority target audiences involved, the corresponding behavioural change objectives and approaches to be used in order to maximize IEC impact on various sectors of the population programme. UNFPA has prepared a technical paper entitled "Developing IEC strategies for population programmes", which proposes a systematic and step-wise approach to the design of IEC strategies in the population field.

101. There has been an increase in sociocultural research delving into the factors that influence fertility attitudes and behaviour. While most of the activity in that area has taken place at the country and community levels, UNFPA has also continued to support an interregional programme administered by UNESCO.

102. In 1992, new approaches were integrated into IEC programmes and projects. For example, projects in a number of countries were designed to teach parents to communicate better with their children in order to create a mutually supportive environment. Parents were encouraged to talk to adolescent children about sensitive issues, such as human sexuality, family planning, prevention of HIV/AIDS and the use of contraceptives. In 1993, UNFPA issued a programme advisory note on parent education to orient multilateral work in the new field.

103. Population education, through the formal school system, has been a mainstay of country programmes since the 1970s. By the mid-1980s, 89 countries had included population education in school programmes. In 1993, UNFPA expanded its activities in formal population education, providing assistance to some 98 new and ongoing activities in all regions. Also in 1993, UNFPA and UNESCO sponsored the International Congress on Population Education and Development in Istanbul. The 90 Governments represented at the Congress endorsed population education at all levels of the school curriculum.

104. In 1992, initial attempts were made by UNESCO and UNFPA to reconceptualize population education in order to address both broad (macrolevel) and individual (microlevel) population issues, stressing the establishment of priorities in the design of curricula. UNFPA published a technical paper on the reconceptualization of population education for dissemination in 1993. The paper indicates the orientation that population education activities should have as the world enters the twenty-first century, explaining preferred family planning and sexuality content and framing population education in the context of the global initiative of Education for All.

105. Peer group education among youth groups was also introduced. Training was organized for youth club members in several countries to enable them to lead discussions on population issues, stage plays containing messages on family planning and responsible parenthood, and otherwise become involved in population programmes. In 1993, UNFPA disseminated a programme advisory note on youth to national and international officials to encourage more and better focused activities in that area. Young people are becoming increasingly recognized as key audiences for IEC services related to family planning.

106. The informal sector also received increased attention through activities for parents, illiterates and workers. Private-sector agencies supported by multilateral population assistance include trade unions; employer and management groups; cooperatives; and women's and youth groups. It has been estimated that employment-based population education programmes have the potential of reaching 180 to 300 million people in the developing countries, excluding China. UNFPA, in collaboration with ILO, has supported such programmes in many countries. In its Review and Assessment of Population Programme Experience, UNFPA pointed out the possibility of integrating population education with such processes as agricultural extension, home economics education, rural credit programmes and special women's activities. Collaboration with FAO resulted in country-level activities in those areas in 1991-1992.

107. A ministerial summit meeting of heads of State and ministers of education from nine of the world's most populous countries was held in New Delhi in December 1993. The Education for All Summit was supported by UNESCO, UNICEF and UNFPA. The main objective of the meeting was to enhance the political commitment of the participating countries to universalize primary education and reduce illiteracy, especially among women, by the year 2000. Pre-summit activities included panels on girls' and women's education; population issues and women's empowerment; highlighting the benefits of educating girls; and women and population growth.

F. Women, population and development

108. In June 1991, the UNDP Governing Council, at its thirty-eighth session, endorsed the Implementation Strategy to Strengthen the Capacity of the Fund to Deal with Issues Concerning Women, Population and Development for the period 1991-1994. The UNFPA report to the Council at that session examined the implementation of the previous strategy, which the UNDP Governing Council had endorsed for 1987-1990. Based on the priorities recommended by the UNDP

Governing Council, UNFPA has pursued the current strategy in 1991 and 1992, giving special emphasis to selected components.

109. Thus, UNFPA has worked closely with non-governmental organizations that focus on women to strengthen its links with them. For example, its assistance has enabled the participation of non-governmental organizations on women in international events in the current period, including the United Nations Conference on Environment and Development and the preparations for the International Conference on Population and Development and the Fourth World Conference on Women.

110. Training staff in the area of women in development is another priority under the strategy. UNFPA staff were provided training through workshops conducted at headquarters in January 1992, while field, national and project staff received training at the Royal Tropical Institute in 1991. In addition, the subject of women, population and development was included as a priority in all training provided to UNFPA staff.

111. In order to develop a comprehensive reporting mechanism to ensure more effective monitoring of the implementation of the strategy, a gender reporting form was designed; the form must accompany all project submissions and elicits information on how women's concerns are incorporated in the project and how women are involved at all stages of project formulation, implementation and evaluation as beneficiaries and participants. In 1992, responses to the form were analysed with a view to improving it.

112. During 1991-1992, UNFPA continued to collaborate closely with other United Nations agencies in the area of women in development through the international events mentioned above. For example, it participated in all ad hoc inter-agency meetings of the International Year of the Family, and co-sponsored with UNICEF a symposium on "Women and children first" in connection with the preparations for the United Nations Conference on Environment and Development. In addition, it continued to work on women in development with its partners in the Joint Consultative Group on Policy in planning and implementing a training seminar in Cameroon; preparing an issue paper entitled "Women and structural adjustment"; and undertaking a project on indicators and statistics on women, under which a monograph was produced entitled The World's Women, 1970-1990: Trends and Statistics. 13/ UNFPA also provided input into various reports on women in development, such as the 1991 report of the Secretary-General on effective mobilization and integration of women in development (A/46/464) and the biennial report of the Secretary-General on monitoring the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women to the Year 2000 (A/48/413).

113. In order to improve the technical aspects of women in development, UNFPA issued a number of reports and publications, including Women, Population and the Environment; Incorporating Women into Population and Development: Knowing Why and Knowing How; Women and Microenterprises; the report of the Third Advisory Panel on Women, Population and Development; and a listing of model projects.

114. Programming and project work on women in development continued in the various substantive areas. Thus, in 1992, two UNFPA projects in the area of

health were successfully concluded. One project, executed by the Associazone Italiana Donne par lo Sviluppo, an Italian non-governmental organization for women in development, strengthened the capacity of the National Committee of the Inter-African Committee for Traditional Practices affecting the health of women and children, through training and raising awareness of the harmful results of female circumcision. Under a WHO-executed project, women's organizations in over 40 countries received training to strengthen leadership skills and their understanding of women, population and development issues, especially health.

115. In the area of environment, a research project entitled "Women, population and the environment" was implemented in 1992. The project's findings are expected to make an important contribution in an area where there is so far little information at the microlevel - the interactions between women and the environment, the effect of environmental changes on women's decisions and coping strategies with special reference to health and fertility.

116. Another new project funded by UNFPA, approved in 1992, is "The family and population policy: towards a realization of reproductive choice". The project, executed by the Population Council, builds on the experience of two previous projects under which research was undertaken on the subject of family structure, female headship and poverty. The research, awareness-creation and policy assessment activities of the project will allow Governments to plan and implement policies that are affirmative to women and effective in achieving broad-based population goals, especially in the area of reproductive choice.

117. During 1992, work commenced on the evaluation of selected projects in the area of special programmes, specifically projects on income-generating activities. Special issues on which the evaluation focused included the viability of the enterprises supported; the mechanism of providing credit funds; the linkages between women's economic activities and MCH/FP; the effectiveness of various executing agencies; and collaboration with other donors.

III. OPERATIONAL ISSUES

118. As mentioned in the 1991 report, considerable changes have occurred and are occurring in the operational approaches taken by multilateral agencies in pursuing population programmes, including a greater emphasis on a programme approach as against a project orientation; the decentralization of approval authority to field units; an integrated exercise aimed at a coherent population strategy; a simplification of procedures; improved coordination among United Nations organizations; and the development of technical and procedural guidelines to improve operations.

A. Programming approach

119. It is increasingly being recognized by multilateral assistance programmes that, in technical cooperation, the channelling of external assistance through projects has not been effective, nor has its impact been sustainable. One UNDP report concluded that project proliferation has led to the dissipation of resources over many activities, straining the capability of Governments to

service them and impairing the capacity of the United Nations system to provide adequate technical administrative support (DP/1990/9, para. 482).

120. In resolution 44/211 concerning operational activities for development, the General Assembly called for more integrated and coordinated programming of United Nations system cooperation, in which programming processes would be based on an overall national programme framework for operational activities for development to be prepared by the recipient Government. The Government's programme framework would set out the cooperation requirements for the United Nations system, in accordance with the Government's development plans and priorities.

121. In 1992, the General Assembly, in resolution 47/199, taking resolution 44/211 as its basis, further defined the programme strategy. In particular, the resolution outlined a framework for cooperation and coordination among United Nations organizations providing multilateral assistance for development in countries through the mechanism of the country strategy notes.

122. UNFPA introduced a programming approach for population activities in 1989 called the Programme Review and Strategy Development (PRSD) exercise. Through the PRSD exercise, the goals of the country are set in accordance with population projections and targets over a medium-term perspective, as well as the inputs needed to achieve those targets and the various interventions required. A system of priorities to guide the application of resources, as well as the particular roles of the Government and multilateral and bilateral agencies in the attainment of population goals, are also specified. The strategy documents emanating from the PRSD exercise provide countries with an analytical approach that takes into account the totality of developmental needs as they touch upon the population sector. It is therefore an instrument which provides a sound basis for formulating a total population programme and for planning all the inputs required for such a programme.

123. In 1991, UNFPA undertook PRSD missions to 28 countries: 16 in Africa; 4 in western Asia and Europe; 5 in Asia and the Pacific; and 3 in Latin America and the Caribbean. Three needs assessment missions were undertaken in Europe (Bulgaria, Poland and Romania).

124. In 1992, UNFPA undertook PRSD missions in 12 countries: 9 in Africa and 3 in Latin America and the Caribbean. Two population needs assessment missions were undertaken in 1992 in central Asia (Kazakhstan, Kyrgyzstan, Turkmenistan and Uzbekistan) and the Baltic States (Estonia, Latvia and Lithuania). A total of 184 missions, including 68 PRSD missions, were carried out from 1977 through 1992.

B. Programme and project development and approval

125. There has been a clear shift towards a programme approach in multilateral assistance to developing countries following directives from United Nations governing bodies. In the past, isolated projects were more liable to involve duplication of effort, misguided priorities, lack of coordination and even the possibility of conflicting directions. The PRSD initiative of UNFPA mentioned

in the preceding section expanded that approach by presenting analytical assessments of population-development situations in countries together with a coherent strategic plan for an integrated population programme. UNFPA assistance to countries is now entirely based on the prior development of country programmes; based on PRSD findings, they analytically deal with all population concerns in countries and provide a clear system for prioritizing the allocation of resources.

126. Programme and project formulation and development is the primary responsibility of Governments. In practice, however, many population projects are formulated by international experts who are either staff members or consultants of multilateral agencies. Many agencies of the United Nations system have stressed the primary role of Governments in programme and project formulation. In pursuance of that preferred modality, training and institution-building efforts have been supported by multilateral agencies to strengthen national capacities for managing and executing international population programmes.

127. An important development in programme and project formulation and approval has been the significant decentralization of authority for those functions to field officers. In the case of UNFPA, country directors were given the authority to appraise and approve projects up to $500,000 in 1990, and up to $750,000 starting in late 1993. Moreover, full decentralization of approval authority for country projects is being tried out on a pilot basis in 11 countries and the south Pacific. UNDP and UNESCO have also delegated authority to field offices for the approval of projects. The decentralization of authority to appraise and approve projects has streamlined many of the operations of multilateral agencies. More importantly, it has served to make agency programmes more responsive to the needs of developing countries.

C. Programme and project implementation

128. Multilateral agencies generally support country projects and intercountry projects. Country projects are components of a country programme, generally based on a country's needs and priorities. Intercountry projects are based on either regional or global needs: the benefits are designed to be felt beyond the country level. Many intercountry projects involve training programmes, research, technical advisory services or information-gathering and dissemination efforts.

129. At the country level, the most important element in project execution is political commitment, which is usually seen in terms of sufficient counterpart funding; the selection of competent institutions and officials; explicit and unequivocal policies enunciated by top government officials; and backing by national and local government units. The training of national staff to facilitate programme implementation and sustainability continues to receive high priority in United Nations assistance programmes.

130. An important issue in project implementation in recent years has been the timely procurement and efficient utilization of equipment and supplies. Increasingly, United Nations agencies have encouraged local procurement as a

means not only of helping developing countries but of responding to urgent project needs as well.

131. In 1991, total UNFPA procurement amounted to $31.1 million, an increase of approximately 6 per cent over the 1990 figure. The major commodities procured by UNFPA in 1991 were medical equipment; contraceptives; audio-visual equipment; computer equipment; office equipment; and vehicles.

132. In 1992, total UNFPA procurement amounted to $59.4 million, a 90 per cent increase over the 1991 figure. The considerable increase in the volume of supplies procured enabled the Fund to secure highly preferential prices and, in turn, to make the most cost-effective use of donor funds. During 1992, approximately 81 per cent by value of all procurements was spent on contraceptives, with an additional 5 per cent spent on raw materials used for manufacturing contraceptives.

133. During the 1980s and until recently, technical support for UNFPA-financed population projects was provided to countries largely through a network of regional advisers who were based in United Nations agency regional offices; interregional advisers and technical officers who were based at agency headquarters; and long- and short-term experts of various kinds provided through individual projects, whether executed by Governments, agencies, UNFPA or non-governmental organizations. That arrangement helped UNFPA to respond flexibly and innovatively to the requests for assistance from all regions and countries.

134. UNFPA recently undertook an extensive review and assessment of its two decades of population experience. The findings revealed that a rich body of experience and knowledge existed worldwide and that new information was being constantly generated. However, there remained much scope for improving the quality of information on population policies and programmes at the field level, and on related technical assistance activities.

135. At its thirty-seventh session in 1990, the UNDP Governing Council decided that support cost arrangements for the United Nations Population Fund should be tailored to its specific programme requirements (decision 90/26, para. 2). At its thirty-eighth session, the Governing Council (DP/1991/35) considered the proposed arrangements for technical support services and decided (decision 91/37) that the successor arrangements for the United Nations Population Fund should, inter alia:

(a) Provide coordinated, effective and timely support for population programmes and policies in developing countries;

(b) Utilize and maximize national and regional capacities in the area of population activities;

(c) Utilize the most appropriate and competitive sources of technical assistance, taking into account fully the relevant capacities of the United Nations agencies and non-governmental organizations to provide required technical advisory functions in support of country programmes and projects funded by the United Nations Population Fund;

(d) Bring technical services and advice much closer to field-level activities in developing countries as part of the process of appropriate decentralization of the programmes of the United Nations Population Fund (para. 1).

136. The Technical Support System (TSS), administered by UNFPA and comprising the expertise of a large part of the United Nations system of organizations and agencies and relevant non-governmental organizations, became fully functional in 1992. Under TSS, national technical assistance requirements are met at three levels:

(a) At the national level, through a greater reliance on local expertise and institutions;

(b) At the regional and subregional levels, through the use of technical personnel in technical support teams composed of experts from various population disciplines;

(c) At headquarters and regional office levels of the United Nations and specialized agencies, through support for technical personnel.

137. The TSS arrangement is based on the eight country support teams located strategically throughout the major developing regions. With over 160 experts specializing in every aspect of the population field, their primary mission is to provide relevant and swift technical assistance to countries when needed.

D. Monitoring and evaluation

138. In the period under review, the United Nations system continued to monitor and evaluate population assistance both to conform to accountability requirements and to acquire data for improving managerial performance. Revised UNFPA guidelines on monitoring and evaluation were released in August 1990, updating those formulated in 1986. Serious efforts have been made to coordinate monitoring and evaluation processes and procedures in order that different agencies might learn from each other and lighten the burden on cooperating Governments. A coordinating mechanism, under the Joint Consultative Group on Policy, has been installed among UNICEF, UNDP, UNFPA, the World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD). The Group has encouraged joint programming and programme review exercises, as well as the harmonization of programming cycles, and the establishment of common premises and joint procurement facilities. Efforts are also being made to promote the harmonization of evaluation policies and principles among members of the Group.

139. Over the past few years, as the result of an effort to place increased emphasis on monitoring and evaluation as an integral component of the programming process, the responsibility for country programme and individual project evaluations has shifted to decentralized entities within and outside UNFPA, including its field offices, as well as to project management and executing agencies.

140. Consequently, the number of evaluations carried out by UNFPA has considerably increased, ranging from self-evaluations conducted by project management to large-scale evaluations carried out by a team of independent experts, which vary in the depth and intensity of analysis, depending on the circumstances of each case. In 1991, such independent, in-depth evaluations covered the WHO/Western Pacific Regional Office (WPRO) programme, the global programme in Africa and Asia of the former Department of Technical Cooperation for Development of the United Nations Secretariat, as well as the WHO/Pan American Health Organization (PAHO) and WHO/South East Asia Regional Office (SEARO) programmes.

141. Major thematic evaluations, either completed in 1993 or in an advanced stage of preparation, include: projects linking population to income-generating schemes for women; IEC strategies in support of family-planning programmes; the quality of family-planning services; the local production of contraceptives; and external evaluations of a number of interregional projects executed by WHO.

142. UNFPA is also in the process of establishing a new evaluation database that will eventually be accessible on the UNFPA computer network, consisting of information extracted from project evaluation reports as well as thematic evaluations. The objectives of the database are to create an institutional memory of evaluation findings; to promote the dissemination and use of evaluation findings; and to enable UNFPA to conduct, periodically, trend analyses of issues and problems in project design and implementation.

IV. CONCLUSIONS

143. The United Nations system has continued to strengthen the substantive content of its programmes and to increase the volume of financial assistance to the developing countries. For the United Nations system as a whole, assistance to population programmes increased from $181 million in 1987 to $248 million in 1992. The bulk of that assistance (about 82 per cent) has come from UNFPA.

144. In terms of substantive emphasis (see table 4), family planning integrated with reproductive health and carried out through a primary health-care system continues to receive the bulk of multilateral resources for population. IEC efforts in support of family planning have also received considerable assistance. In the past two years, there has been a decrease in allocations for basic data collection and analysis. Population-dynamics projects also declined during that period and currently take up about 9 per cent of resources.

145. There has been a continued emphasis on support for programmes and projects designed to improve the status and living conditions of women. Women's concerns are increasingly being included as a priority in all substantive areas of population assistance, especially MCH/FP, basic data collection, population dynamics, and the formulation and implementation of policies. At the same time, multilateral agencies are supporting projects to improve the status of women, such as education for girls, leadership training, literacy programmes and projects designed to increase the income of women and their families.

146. The past two years has seen continued support for population programmes in Africa, where reproductive health and family planning needs are a priority concern and population growth rates currently are the highest in the world. Very high infant and maternal mortality rates in sub-Saharan Africa also call for urgent attention. At present, about one third of UNFPA resources for Africa are devoted to MCH/FP programmes. Trends in multilateral assistance in Africa show that the earlier emphasis on basic data collection and policy formulation is giving way to operational population-programme activities, particularly in MCH/FP.

147. The 1990s has been a critical decade: actions in population taken in the decade will play a large part in determining the individual welfare and even survival as well as the size and composition of populations, well into the twenty-first century. It is becoming increasingly apparent that current multilateral resources for population and development are inadequate to meet the challenges of the decade.

148. The ground swell of activities in preparation for the International Conference on Population and Development in 1994 is highlighting the need to mobilize sufficient resources, on the part of both national Governments and bilateral and multilateral sources, in order to succeed in attaining population goals for achieving a balance between population, environment and development. A renewed commitment to providing family-planning services and making them accessible to all women and men in the developing countries - and not just the easy-to-reach urban populations and better off groups - by increasing resource flows, will be a major measure of the success of the 1994 Conference.

149. In particular, the share of development assistance to population must be raised from its present, unacceptably low level of about 1.3 per cent of all bilateral and multilateral development assistance. Serious efforts must be made in order to reach the target endorsed by the Development Assistance Committee countries of allocating 4 per cent of international assistance for population activities.

Notes

1/ Report of the International Conference on Population, 1984, Mexico City, 6-14 August 1984 (United Nations publication, Sales No. E.84.XIII.8), chap. IB.

2/ Report of the United Nations World Population Conference, 1974, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3), chap. I.

3/ Section I relies heavily on various issues of the UNFPA Global Population Assistance Report, as well as on unpublished data.

4/ Figures represent funds committed in a given year and should not be confused with expenditures. In the case of UNFPA, funds committed are allocated for the same year; in the case of the World Bank, funds committed are typically loaned over several years.

5/ World Bank loan and credit commitments are for multi-year disbursals. The total sum of loan agreements fluctuates widely from year to year.

6/ Including projected users in all the developing countries as well as the countries of eastern Europe and the former USSR.

7/ In subsection B and subsequent subsections, annual expenditures are used in the analyses, not commitments (see footnotes 4 and 5 above).

8/ Interregional programmes in UNFPA have received from 14 to 16 per cent of all funds, although 1992 witnessed a decline in funding for that category. In contrast to UNFPA, other multilateral agencies have devoted more of their regular budgets and other sources of funds to interregional and global programmes. When funds received from UNFPA are excluded, in 1989 interregional programmes received between 44 and 80 per cent of all regular budget allocations to population of the United Nations specialized agencies.

9/ In 1992, the definition of the population component changed somewhat, further complicating comparisons with previous years. For fiscal year 1992, the population component of population, health and nutrition multi-year loans amounted to $103 million, while in 1993 it amounted to $181 million.

10/ During fiscal 1992 and 1993, however, a steep reversal in that trend became evident: the proportions of total lending for population activities in Africa fell to 18 per cent and then to only 1 per cent. Asia, in contrast, received 85 per cent of World Bank loans for population for fiscal 1993.

11/ The number given in the Amsterdam Declaration for a Better Life for Future Generations is 56 per cent. Based on more recent information and revised estimates and projections, a contraceptive prevalence of 59 per cent in the year 2000 would be consistent with medium-variant projections.

12/ See World Population Prospects: 1992 Revision (United Nations publication, Sales No. E.93.XIII.7).

13/ United Nations publication, Sales No. E.90.17.3.

Table 1. Expenditures for organizations of the United Nations system, by source of funds, 1989 and 1992

(Thousands of United States dollars)

Organization		1989 Expenditure	1989 Percentage	1992 Expenditure	1992 Percentage
ECA		4 350	100	5 414	100
	UNFPA funds	3 569 a/	82	3 629 b/	67
	Regular budget	777	18	1 785 c/	33
	Other funds	4	*	-	-
ECE		554	100	997	100
	UNFPA funds	290 a/	53	690 b/	69
	Regular budget	240	43	307	31
	Other funds	24	4	-	-
ECLAC		3 671	100	4 757 d/	100
	UNFPA funds	2 058 a/	56	2 685 b/	57
	Regular budget	528	14	768	16
	Other funds	1 085	30	1 305	27
ESCAP		2 928	100	2 777	100
	UNFPA funds	2 273 a/	78	2 129 b/	77
	Regular budget	624	21	648	23
	Other funds	31	1	-	-
ESCWA		1 055 a/	100	990	100
	UNFPA funds	559 a/	53	239 b/	24
	Regular budget	496	47	751	76
	Other funds	..	..	-	-
FAO		5 011	100	3 749	100
	UNFPA funds	3 666 a/	73	3 503 b/	94
	Regular budget	475	10	50	1
	Other funds	870	17	196 f/	5

Organization		1989 Expenditure	1989 Percentage	1992 Expenditure	1992 Percentage
ILO		12 736	100	10 568	100
	UNFPA funds	10 306 a/	81	9 568 b/	91
	Regular budget	1 790	14	1 000	9
	Other funds	640	5	-	-
UNDP		1 256	100	2 755	100
	UNFPA funds	1 105 a/	88	1 251 b/	45
	Regular budget	98	8	1 504	55
	Other funds	53	4	-	-
United Nations c/		39 924	100	32 381	100
	UNFPA funds	27 864 a/	78	19 661 b/	61
	Regular budget	5 423	15	4 814 h/	15
	Other funds	2 637	7	7 906 i/	24
UNESCO		17 467	100	9 342 j/	100
	UNFPA funds	9 867 a/	56	9 342 b/	100
	Regular budget	5 700	33	..	..
	Other funds	1 900	11	..	..
UNICEF		25	100	6 802	100
	UNFPA funds	*	*	2 336 b/	34
	Regular budget	14	56	4 466 k/	66
	Other funds	11	44	-	-
WHO		54 009	100	39 108	100
	UNFPA funds	26 242 a/	49	15 754 b/	40
	Regular budget	5 406	10	2 696	7
	Other funds	22 361	41	20 658 l/	53
Subtotal		138 986	100	119 641 d/	100
	UNFPA funds	87 799	63	70 787	59
	Regular budget	21 571	16	18 789	16
	Other funds	29 616	21	30 065	25

Organization		1989 Expenditure	1989 Percentage	1992 Expenditure	1992 Percentage
UNFPA		121 573	100	133 336	100
	Executed by:				
	UNFPA	33 319 a/	28	39 980 b/	30
	Governments	22 331 a/	18	29 192 b/	22
	NGOs	19 789 a/	16	21 335 b/	17
	Other	2 a/	*	229 b/ m/	*
	Operational cost	46 132 n/	38	42 600 o/	31
Total (United Nations system) p/		260 559	100	252 977 d/	100
	UNFPA funds	209 372	81	204 123	81
	Regular funds	21 571	8	18 789	7
	Other funds	29 616	11	30 065	12

Sources: Except where indicated, all figures for 1992 were provided by the organizations concerned in response to a UNFPA questionnaire for the Global Population Assistance Report. Figures for 1989 were taken from the previous report (E/CN.9/1991/8, annex, table A.1).

Note: Two dots (..) indicate that data are not available; a hyphen (-) indicates that data are not applicable; an asterisk (*) indicates expenditures of less than 1 per cent and/or less than $500.

(Footnotes on following page)

(Footnotes to table 1)

a/ Including regular funds as well as trust funds. Funds for agency support costs from regular funds are not included.

b/ Including regular funds, trust funds and funds for technical support services (TSS) and administrative and operations services (AOS).

c/ Estimated expenditures.

d/ Figures do not add up to grand totals due to rounding.

e/ 1987 figures.

f/ Representing trust funds received from donor countries.

g/ Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, which is composed of the former Department of International Economic and Social Affairs as well as part of the former Department of Technical Cooperation for Development.

h/ Including $442,000 for temporary assistance in support of the International Conference on Population and Development.

i/ Representing trust funds received from donor countries and funds received from agencies other than UNFPA.

j/ A completed questionnaire was not received from UNESCO. Statistics are provided by UNFPA.

k/ UNICEF reported $48.7 million in 1992 for support activities, including breast-feeding programmes and immunization programmes.

l/ Representing trust funds received from donor countries, funds received from agencies other than UNFPA (which may or may not be included elsewhere), and trust funds received from development banks and non-governmental organizations.

m/ Representing expenditures of projects executed by UNIDO, UNRWA and the World Bank.

n/ Representing administrative and programme support services (APSS) and agency support costs from regular funds.

o/ Representing administrative and programme support services (APSS) expenditures.

p/ Excluding the World Bank.

Table 2. Distribution of expenditures for population assistance, by region and channel, 1989 and 1991

(Percentage)

Channel of funding	Sub-Saharan Africa	Asia and the Pacific	Latin America & the Caribbean	Western Asia	Europe	Interregional
			1989			
Direct bilateral	38	50	36	51	49	2
United Nations system	29	27	20	30	41	37
Non-governmental organizations	33	23	44	19	10	61
Total	100	100	100	100	100	100
			1991			
Direct bilateral	44	53	32	55	25	14
United Nations system	37	32	31	29	56	34
Non-governmental organizations	18	14	36	16	20	51
Total	100	100	100	100	100	100

Table 3. Distribution of United Nations Population Fund expenditures, by region, 1989-1992

(Percentage)

Region	1989	1990	1991	1992
Sub-Saharan Africa	24.8	29.4	32.0	28.9
Asia and the Pacific	36.9	33.8	33.1	38.6
Latin America and the Caribbean	13.0	11.4	10.0	12.0
Western Asia	9.9	8.9	6.7	6.0
Europe	1.2	1.6	1.9	2.4
Interregional	14.2	15.0	16.2	12.1
Total	100.0	100.0	100.0	100.0
Total expenditures (millions of US dollars)	157.5	168.8	172.0	128.2

Table 4. Distribution of United Nations Population Fund expenditures, by work-plan category, 1989-1992

(Percentage)

Work plan category	1989	1990	1991	1992
Basic data collection	11	10	9	6
Population dynamics	13	11	11	9
Formulation/evaluation of policies and programmes	8	8	9	8
Implementation of policies	0	0	0	0
Family planning programmes	44	46	43	52
Information, education and communication	16	16	17	15
Special programmes	3	4	6	4
Multisectoral activities	2	2	3	4
Total	100	100	100	100
Total expenditures (millions of US dollars)	157.5	168.8	172.0	128.2

Table 5. United Nations Population Fund expenditures, by work-plan category and region, 1989-1992

	Expenditures (millions of US dollars)				Percentage distribution			
	1989	1990	1991	1992	1898	1990	1991	1992
100 - Basic data collection								
Sub-Saharan Africa	5.6	7.0	6.7	3.6	19	18	15	11
Western Asia	1.4	1.5	1.0	0.8	10	11	10	8
Asia and the Pacific	7.3	4.2	3.4	1.7	14	8	7	4
Latin America and the Caribbean	1.7	1.7	1.3	0.6	11	12	11	12
Regional funds	1.1	1.8	2.0	0.7	4	7	7	7
Interregional	0.8	1.0	1.2	0.2	4	4	4	2
200 - Population dynamics								
Sub-Saharan Africa	3.0	4.2	3.4	2.2	10	11	8	7
Western Asia	2.9	2.8	2.4	1.6	22	20	22	17
Asia and the Pacific	6.0	1.8	3.0	2.4	12	4	6	5
Latin America and the Caribbean	1.2	1.3	1.3	1.4	8	9	11	10
Regional funds	6.0	5.8	6.7	2.9	23	22	24	29
Interregional	2.2	3.0	3.4	1.1	10	12	12	7
300, 400 - Formulation and implementation of population policies								
Sub-Saharan Africa	2.5	3.8	4.7	4.3	9	10	11	13
Western Asia	0.8	0.9	0.6	0.1	6	5	5	1
Asia and the Pacific	0.7	1.1	1.0	1.1	1	2	2	2
Latin America and the Caribbean	1.1	1.2	0.8	0.9	7	8	6	7
Regional funds	3.1	3.2	3.3	1.8	12	12	12	18
Interregional	4.3	4.8	5.5	3.0	19	19	20	19
500 - Maternal and child health/family planning								
Sub-Saharan Africa	10.0	13.5	14.6	11.6	34	34	34	35
Western Asia	4.8	4.6	4.3	5.2	35	33	40	53
Asia and the Pacific	30.9	35.4	32.3	34.7	60	72	66	74
Latin America and the Caribbean	8.9	7.6	6.8	6.6	59	54	55	49
Regional funds	6.8	6.5	6.8	1.8	26	24	24	18
Interregional	8.7	10.2	10.4	6.7	39	41	38	43
600 - Information, education and communication								
Sub-Saharan Africa	6.3	8.1	10.3	8.1	22	21	24	24
Western Asia	2.3	2.6	1.0	1.4	17	19	10	14
Asia and the Pacific	4.9	3.5	3.6	4.0	9	7	7	8
Latin America and the Caribbean	1.5	1.4	0.8	1.8	10	10	6	14
Regional funds	7.7	8.5	8.8	1.5	30	31	31	15
Interregional	3.7	4.4	4.8	2.6	16	17	17	17

	Expenditures (millions of US dollars)				Percentage distribution			
	1989	1990	1991	1992	1898	1990	1991	1992
				700 - Special programmes				
Sub-Saharan Africa	1.3	1.6	1.6	1.6	4	4	4	5
Western Asia	1.0	1.4	0.8	0.3	8	10	8	3
Asia and the Pacific	1.1	1.7	5.0	1.7	2	4	10	4
Latin America and the Caribbean	0.5	0.7	0.6	0.5	3	5	5	4
Regional funds	0.6	0.6	0.2	0.6	2	2	1	6
Interregional	1.2	1.3	2.1	0.8	5	5	7	5
				800 - Multisector				
Sub-Saharan Africa	0.6	1.1	2.0	1.6	2	3	5	5
Western Asia	0.2	0.3	0.6	0.4	2	2	6	5
Asia and the Pacific	0.7	1.3	0.9	1.2	1	3	2	3
Latin America and the Caribbean	0.2	0.3	0.7	0.7	2	2	6	5
Regional funds	0.4	0.6	0.7	0.6	1	2	3	6
Interregional	1.5	0.5	0.3	1.1	7	2	1	7